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ABSTRACT

The Netherlands has two different types of higher education: university courses that take 6 to 9 years and higher vocational courses that take from 3 to 4 years. The flow of students into universities and higher vocational institutions is so great and the demand for education so varied that a new system of higher education is needed. A proposal is offered that would do away with the sharp division between the two systems, creating a single system. The new system would have as large a range of courses as possible and would feature flexibility and mobility. This paper is intended as a policy memorandum for short-term measures and as a discussion memorandum for long-term proposals. (LBH)

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HIGHER EDUCATION IN THE FUTURE:

POSSIBLE DEVELOPMENT IN THE LONG TERM AND INITIATIVES IN THE COMING YEARS

HOW TO REFORM?

Unlike many other countries, the Netherlands has two different types of higher education; university courses which take 6 to 9 years and higher vocational courses which take from 3 to 4 years. The flow of students into universities and higher vocational institutions is so great and the demand for education so varied that a new system of higher education is urgently needed. If the Netherlands government were to allow developments to go on unchecked it would not have enough money to meet the demand. Consequently, Dr. J. A. van Kemenade, Minister of Education and Science, Mr. A. P. J. M. van der Stee, Minister of Agriculture and Fisheries, and Dr. G. Klein, State Secretary, submitted a blueprint for higher education in the next decade to the Second Chamber on 17 December 1975.

The policy memorandum entitled "Higher Education in the Future: possible development in the long term and initiatives in the coming years" proposes to do away with the sharp division between universities and higher vocational establishments. In the long term one system of higher education will have to be created. In this system there will be no institutionalised distinction between universities and establishments for higher vocational education. The new system will have as large a range as possible of courses, some of them new. Flexibility and mobility will be the keynotes of the courses both for students and teachers. The present institutional distinction will be replaced by differentiation in the curricula. Research will only be included in those curricula which provide an academic training for professions requiring it. Arrangements for easy transfer will be incorporated into the initial stage of higher education.

There will be new-style "hogescholen", institutions on the lines of polytechnics, made up of combinations of higher education institutions, which will take a minimum of a thousand to fifteen hundred students each. What are at present called "hogescholen" will cease to be distinguished from other universities.

The memorandum is intended as a policy memorandum for short-term measures and as a discussion memorandum for long-term proposals.

Other important proposals from the memorandum, "Higher Education in the Future", are that there will be room for general courses at a high level in addition to courses preparing students for a broad range of occupations and social functions. These general courses will begin in August 1978 as full-time courses. There will also be part-time higher education courses, which will take three years.

The premise on which the Memorandum is based is that developments as they are taking place at present in both secondary and higher education justify the expectation that within the next 25 years the number of young – and older – people in need of higher education and those who wish to follow a course of higher education will increase to the point now reached in the United States, for instance, where 40% of the young people attend university. In addition to the need to train for professions requiring academic qualifications, the demand will be based on the need for a more

general type of higher education geared to personal needs and for participation at a higher level in the life of the community.
The present system of higher education, with its sharp distinction between university education and higher vocational education, will be unable to meet this demand for more places and greater diversification because it would entail a staff capacity and use of funds out of all proportion to the limited staff and funds available and because the demand on the labour market for professional staff has altered and is now in a continual state of flux.
In order to meet this demand, the Memorandum develops the idea of achieving one system of higher education. Within this single system of higher education, there will be four different types of course, relating to:
1 preparation for a career in research;
2 preparation for other careers for which an academic education is required;
3 preparation for a career more directed to the application of scientific knowledge;
4 courses which in principle have a general application.

universities, including the universties of technology

The development of one broad system of higher education catering to the needs of many people will have to be a gradual process. Within this single system, two kinds of institution will have to remain in existence for the time being, i.e. universities and other higher education institutions. The latter will be formed by the merging of existing higher vocational education institutions. The actual proposals in the Memorandum are mainly confined to the reorganisation of the latter type of education which will require radical reorganisation if it is to be adapted to the single system of higher education envisaged in the Memorandum. The statutory regulations relating to restructuring and reprogramming in the universities already in force can easily be implemented in such a way that they are compatible with the single system of higher education. For the time being the distinction between the two types of institution will remain, in their names as in other ways, with **universities**, which will include the present universities of technology at Delft, Wageningen, Eindhoven, Tilburg and Twente, and the new-style **hogescholen** (polytechnics) in which current and new higher vocational education courses will be grouped together in institutions each accommodating a minimum of 1,000 to 1,500 students. The universities will retain their traditional division into faculties and sub-faculties and departments. The new-style polytechnics will be divided into **academies (colleges)** and the courses will be packaged wherever they relate to one of the seven social sectors proposed in the Memorandum, viz.:

- science and technology
- economics and administration
- social services
- health care
- agriculture
- education
- the arts.

The upper school streams, which are to form the upper structure in the new type of secondary education, will have to be geared to these same sectors as proposed in the "Contours" Memorandum.

implementary stages

The progression towards one broad system of higher education geared to personal and social interests will be carried out in stages:

stage 1 – (now under way) Presentation to Parliament of the Memorandum, together with a draft Bill concerning the two-way flow between higher vocational institutions and the universities, and two draft Decrees, one concerned with the introduction of general higher education courses, and the other with the introduction of part-time general higher education courses, and the parliamentary debate on the Memorandum.

stage 2 – Promotion of economies of scale in higher vocational education by forming combined schools, and preparation, presentation and passage through Parliament of the new Higher Education Act.

stage 3 – Setting up the new higher education system on the basis of the new Higher Education Act, whilst maintaining the distinction between the universities and the new-style polytechnics. The latter will be formed within the statutory framework of the new Higher Education Act.

stage 4 – Depending on the progression made in Stage 3, gradual abolition of the above-mentioned tripartite system by integrating higher vocational education into the new-style polytechnics, except for those establishments which seem to be better suited to integration into secondary vocational education.

stage 5 – Abolition "in the distant future" of the distinction between universities and polytechnics in favour of one broad system of higher education, in which the sole distinction will be in terms of curricula and types of courses.

Although "Higher Education in the Future" is being presented as a policy memorandum, the authors anticipate that the content of the Memorandum "will be discussed in the Second Chamber of the States-General". "Furthermore, the ideas expressed in the Memorandum will have to be discussed within the various advisory bodies for university and higher vocational education. There will also be various organised groups that will wish to take part in the discussions. The undersigned will welcome this, since radical changes of the type described here can only be implemented if a large part of the educational world pursues one and the same objective and seeks to attain it by following one and the same course of action".

"Today's society, which calls for a worthwhile contribution from all who have the necessary ability, demands a system of higher education which caters for the many." For this reason, the Memorandum is directed towards meeting the anticipated increase in the demand for higher education by increasing the number of student places in higher education combined within the framework of a general social welfare policy, with a system of students grants so as to ensure that the available funds are distributed with optimum efficiency to those students who feel they are entitled to, or who wish to be considered for, a grant.

"The basic premise behind the concept of "higher education for the many" is that anyone who wishes to do so and who has the requisite qualifications should be given the opportunity of developing his knowledge and skills in such a way that he can make his own contribution to the development of the community in its widest sense. This implies, therefore, not only training for an occupation, but also preparing to function as a member of the community."

The task implied in this basic premise is "that an increasing number of students

should be given the opportunity to follow a course of higher education without it causing financial problems and without serious repercussions on the labour market".

no expansion of the universities

However, further expansion of the present university education system is not desirable, since the influx of students in the universities is already disproportionately high in comparison with the intake in other higher education establishments: "The majority of the universities have reached their limit of expansion and at the moment no consideration can be given to founding new ones.
The need to restrict the admission of first-year students to certain disciplines by means of a temporary statutory measure is clearly evident from the problems which the increase in the number of students has created in the present university educational structure. Continuation of this situation could therefore be expected to lead either to further suffocation of which there are already signs in some faculties, to an increase in the number of drop-outs with a consequent further decline in profitability, or to an extension of the restricted admissions system. None of these solutions can be considered to be consistent with responsible administration."

the labour market

If university training takes on a rigidly "specialist" character and the knowledge and skills acquired at university are geared to specific occupations, a disproportionate increase in the number of students will lead to repercussions on the labour market: "Those who do not succeed in getting the kind of job they had expected will be compelled to switch to something else, which will mean that they are disappointed that their expectations have not been fulfilled. For society as a whole it means that time, energy and funds have been spent on a course of training with insufficient social profitability".
It is therefore in the interests of the students themselves that the trend towards specialisation and training for a specific occupation or job should not be further expanded: "To acknowledge that everyone with the requisite qualifications has the right to higher education is not to say that they have the right to study whatever they like. Such an interpretation of the right to education would obviously lead to injustice. For unrestricted admission to expensive and specialised courses of training would, where funds are insufficient, deprive others of the chance of a university education. At the same time, if there is a shortage of jobs on the labour market, some graduates will not be able to use the knowledge they have acquired in a position which accords with their training. In view of the funds available, therefore, the undersigned consider it unwarrantable to proceed unchecked on the path which has been followed recently".

allocation of funds

"Such an allocation of funds puts other students at a disadvantage and is thus not consistent with a policy geared to higher education for the many."
"The government will have to allocate the funds fairly, taking into account the total available funds for higher education, the demand for student places, the expected demand on the labour market for qualified staff and the average expenditure per student in the various types of higher education courses. The policy of the under-

signed, therefore, is aimed first and foremost at creating as varied as possible an educational package so that the varied demands of a large number of students can be met. It is in this connection in particular, that it will be necessary to limit the intake of students in certain cases, especially to the more costly and specialised courses, if it looks as if there will be vast discrepancies between the supply of graduates and the number of available opportunities on the labour market."
For these reasons the authors of the Memorandum state that they wish "the introduction of the process of reform to take place in present-day vocational education. The unsatisfactory position of this branch of education is one of the main reasons for the imbalances mentioned above. The Memorandum is thus mainly concerned with changes outside the present system of university education, though the latter will not be unaffected by the changes. The proposed cooperation between university education and higher vocational education will mean that university education is involved in the broad framework of development".
The reasons given in the Memorandum for not tampering with university education for the time being are:

- the reasonably adequate capacity of the universities;
- the sufficient variety of faculties within each institution;
- the mobility of students and teachers within and outside the institutions is guaranteed;
- universities are reasonably distributed throughout the country;
- the institutions enjoy international repute;
- the full attention currently having to be given to mesaures at both the planning and implementation stages for administrative reform, restructuring and reprogramming.

shortcomings

Viewed in the perspective of "one broad system of higher education", the present structure of higher education as a whole displays a number of shortcomings, such as:

- the non-educational differences between university education and higher vocational education which prevent the two types of education from being mutually attuned;
- the limited possibilities for bringing higher vocational education into harmony with the new demands due to the large number of small higher vocational institutions with limited curricula;
- the over-emphasis in higher education on specialisation for a particular career, resulting in a longer period of study and a limited capacity for employment;
- insufficient opportunity, especially in the propaedeutic stage, for students to switch from their original field of study to another, either at the same level within the same type of education or at a higher or to a lower level.

To overcome these shortcomings more differentiation and greater flexibility will have to be incorporated into the educational system, and into higher vocational education in particular. The Memorandum states that partial adjustment would not be enough, and that what is needed is total structural reform.

differentiation

If higher education is to be brought more into line with present-day demands it will

have to be incorporated in the long term into one single system of higher education allowing scope for considerable economies of scale, particularly in what is still called higher vocational education. It will also have to provide a more efficient system of student admission, as well as greater flexibility throughout the whole of higher education. This will require a much wider variety of courses, for reasons which include the following:

- a wider distribution of ability and interest as the number of students increases;
- personal development as an objective of higher education in addition to training for a particular function in the community;
- the increasing need for variety as regards the content, length, intensity and degree of specialisation of courses.

Moreover, the varied and fluctuating needs of the community will have to be taken into account, as well as the available and requisite staff and funds. This calls for planning and careful budgeting, which will be easier where differentiation is greater and where the curriculum as the final and smallest unit occupies a central position in higher education instead of individual institutions, as is now the case. The adaptation of the traditional courses will not be sufficient to achieve the differentiation required; the way will have to be cleared for new courses with clear objectives. This is especially important for the higher vocational education sector. In this connection the authors envisage the introduction of courses that are not geared to specific social needs, but that offer a variety of knowledge and skills with a wide social application.

flexibility

This single system of higher education for many will also require greater inter-course flexibility. This implies not only the possibility of transferring without difficulty from one course to another and the packaging of several courses or parts of courses on the basis of individual or social needs, but also a system allowing for the necessary recurrent refresher courses or even for re-training outside the original field of study. Prerequisites for this flexibility are:

- attention to fundamental concepts and developments in one or more disciplines and to the contiguity of problems;
- clearly-designed higher educational courses serving as "basic training courses" with the possibility of shorter courses which can be continued at a later stage, either alternating with the actual practice of a particular profession or as post-graduate education;
- The introduction of new courses which are not restricted to a particular discipline but which prepare students for a wide variety of occupations in various sectors of society.

The new higher educational structure will have to incorporate facilities both for those who wish to study after having gained practical experience and for those students who wish to combine their studies with a full or part-time job. The Memorandum points out that the problems arising from students combining work and study "stretch far beyond the realms of education" and therefore require separate measures, such as the regulation of leave for study purposes.

choice and selection

Assuming that the courses provide the necessary differentiation and flexibility, it is

important to ensure that each student chooses the best possible programme "which accords with his interests and ability".
This requires:
- adequate information on the content, difficulty, length and possibilities offered by the various courses;
- the possibility even at non-university institutions of altering the original choice of subject at the beginning of the period of study (i.e. the propaedeutic stage) and where necessary the option of quantitative as well as qualitative selection either based on the student's own decision or on the advice of the institution concerned.

By offering this possibility of correction or selection it is hoped to arrive at a system of horizontal mobility, which the authors expect "will be able to alter the bias, not always based on educational grounds, in favour of university education". "Where the number of applicants for admission to a particular course of study exceeds the funds available and where the influx of graduates on the labour market leads to tensions, it may be necessary to restrict admission". This structural admission restriction, which is not based on a temporary shortage of capacity, is illustrated in the Memorandum on the basis of three categories of course:

1 courses whose cost per student is well above average and which by focusing on a specific occupation or type of job, offer few opportunities for other occupations and thus need to be geared to the labour market;
2 courses leading to specific occupations, which are not particularly expensive, but which, because they do not offer any real opportunity to switch to other occupations, require restricted admission if the labour market demand is low in order to prevent "disappointment for the graduates concerned and an inefficient use of funds";
3 courses which are not particularly expensive and which by offering sufficient scope for finding a suitable job outside the occupational field envisaged do not need to be made subject to the system of restricted admissions for reasons other than a temporary capacity shortage. Where it is necessary to restrict the number of students admitted other than on the basis of ability, the choice of whether selection should take place at the beginning or the end of the first year has for the time being been left open in the Memorandum. We shall return to this subject later.

larger institutions

The authors of the Memorandum are of the opinion that "present-day higher vocational education can only achieve an equal place alongside the universities in the higher education envisaged for the future if a process of economies of scale is instituted".
Their reasons are:
- the limited opportunities offered by a small institution;
- the small number of courses which each institution offers and which in most cases are geared to no more than one specific social sector;
- too little opportunity for students to make different choices on the basis of their interests and ability;
- the lack of the necessary flexibility, both within the institution's courses and outside;

– too little scope for teachers to improve their performance or further their careers.

The considerations underlying the preference for larger higher educational institutions (1,000 to 1,500 students) are mainly educational. The universities already meet this norm, but the higher vocational institutions will have to merge.

The considerations are:

– courses in different fields of study held in one institution and intended for professions in disparate social sectors can enrich one another, help promote curriculum development and form the basis for new courses;
– better opportunities for assembling a varied team of teachers, thus widening the educational scope of the institutions and improving the quality of specialist subjects and experience. It will also facilitate the employment of teachers on a full-time basis, which will be in the interests of the institutions, teachers and students;
– greater flexibility, allowing students to change their original subject choice;
– more opportunities for students to satisfy their personal needs from the wide range of courses offered in addition to their own specific fields of study.

In addition to better educational facilities, larger institutions offer a higher degree of efficiency due to their more effective administrative systems, especially with regard to central amenities such as:

– student administration;
– building office;
– computer centre;
– language laboratories;
– general student amenities.

It is anticipated that by assimilating higher vocational education into larger institutions "the pressure on university education, which is relatively expensive, will be relieved". The idea here is to:

– set up new courses in higher vocational education;
– transfer some university courses to higher vocational education;
– effect cooperation between university education and higher vocational education in a varied system of higher educational facilities permitting a more efficient division of work between the institutions.

one system of higher education

In the opinion of the authors of the Memorandum, "higher education for the many", offering the widest possible variety of courses and incorporating the necessary flexibility in the study programme demands a "unified system" in which the emphasis is on separate courses with their own specific content and character which in combination complement and enrich one another. Within this single system the distinction between university education and higher vocational education will be endowed with a certain significance, provided that economies of scale are effected within higher vocational education: "That unified system will have to be laid down in one Act relating to the whole of higher education, one body of measures governing the legal position of teachers and other staff, one system of financing and one system of student amenities. Since this process will be partly dependent on the extent to which higher education proves able in practice to

progress towards this end, the policy will have to be implemented in stages. This will avoid abrupt changes and the uncertainty they often engender".
The Memorandum is based on the premise, as stated previously, that reforms already going forward in university education will for the time being constitute a sufficient contribution to the desired development towards one broad system of higher education. It is for that reason that efforts are primarily being directed towards a restructuring of higher vocational education as the first essential step along the path leading to the establishment of one single system of higher education.

WHY REFORM?

The Memorandum gives the "explosive" increase in the demand for higher education as the principal reason for reform and the authors repeatedly stress their "positive attitude towards the increase in the demand for higher education". The decision to take a positive attitude towards this natural growth and to make higher education in the future available as far as possible to all who require it has far-reaching consequences for the financing of higher education and for the position of graduates on the labour market which necessitate the reform of the entire structure of higher education.
University education underwent a "spectacular expansion" in the Sixties, which was marked by an increase in the number of students, the founding of new institutions, the introduction of new fields of study and an escalation in the allocation of funds. In addition to the population explosion after the second world war this growth is attributed to the larger number of young people attending secondary school and "the increasing desire of secondary school-leavers to continue their studies at university".
Predictions of the growth to be expected in university education proved to fall short of reality time and again, as the growth percentages clearly demonstrate. "Around 1955 the annual student increase was some 4 percent higher than the previous year; this figure rose to 8 or 9 percent in the years between 1960 and 1964, and 10 percent or thereabouts between 1964 and 1970".
In an appendix attached to the Memorandum containing a cost estimate model for the immediate future it is assumed that the situation in 1995 could be the same as that now obtaining in the United States, where 40 percent of the younger generation follows some form of higher education.
Developments in higher vocational education are also contributing to the increase in the demand for higher education. Although for statutory purposes higher vocational education must still be classified as secondary education, the need to regard it as higher education and to effect the structural and statutory changes required to incorporate it within the framework of higher education is becoming steadily more apparent. The merging of university education and higher vocational education automatically involves a complete review of the entire system of higher education, as the new type of higher education to which it will give rise will have to cover both vocational and academic training.
The growth of higher vocational education is difficult to express in figures, as it is not clear what should be classed as higher vocational education because of the rapid development of new types of vocational education and the private nature of

higher vocational education institutions which were only incorporated into an Act with the introduction of what is known as the "Mammoth" Act in 1968, which is an Act relating to secondary education. Roughly speaking, the number of students at higher vocational education establishments has increased by about 5% annually, from 68,400 in 1968 to 87,700 in 1973, excluding students in the new teacher-training programmes (who totalled some 9,000 in 1975).

over-expensive education

Nor can the rising cost of higher vocational education "be demonstrated without a time-consuming study, as this form of education is still often financially interwoven with other forms of education, for instance with secondary vocational education". It is patently clear, on the other hand, that university education is making ever greater inroads into the educational budget. Whereas in 1955 only 9.9% of the total government allocation for education was allotted to the universities, it had risen to 21.3% in 1972, and to 23.3% in 1975.

The Memorandum attributes the costly nature of university education to the following factors:

- university education is combined with research, which means that the number of hours devoted to teaching is lower than in other forms of education, while university lecturers are paid relatively high salaries;
- practically all courses are considerably longer than most higher vocational education courses;
- profitability, i.e. the number of students who successfully complete their studies, is low, being no higher than 75% on an average and in some faculties dropping below 50%, according to figures issued by the Central Statistical Office;
- to afford ample opportunity for research expensive modern equipment has to be bought and laboratories and other accommodation must be available.

The Memorandum goes on to state that "if higher education is to accommodate many students the necessary expansion of educational amenities cannot take place in the relatively expensive branches of higher education The allocation of funds and staff to present -day university education proportionate to a further increase in the number of students would mean that a steadily increasing percentage of the available funds would have to be set aside for this purpose. And this would have an adverse effect on other forms of education". In the appendix already mentioned it is calculated that, proceeding from the assumption that 40 percent of 18 to 24 year-olds will be following a higher education course in 1955 (as against 11.4 percent in 1965, and 17.1 percent in 1975), total expenditure on higher education in relation to the Gross National Product will rise from 2.01% in 1975 to 3.03% in 1995, if policy remains unchanged. To sum up, the situation in 1995 may be compared with that in 1975 as follows (the sums of money are constants). (see page 14)

As stated in the Memorandum on Higher Education in the Future, a development of this kind would make considerable inroads into the national income. The authors explain why they consider that the present policy cannot be pursued unchanged. Measures will have to be taken to check this unwarranted rise in costs. The Memorandum proposes the following:

- Reducing the cost per student;
- Reducing staff costs by the introduction of cheaper alternatives, which of course

		1975	1995
GNP		2,036 milliard Fls.	367.7 milliard Fls.
Expenditure on higher education	absolute	4.1 " "	11.1 " "
	%GNP	2.01	3.03
Total population		13.6 million	15.2 million
18 to 24 year-olds	absolute	1.56 " "	1.49 " "
	% of total population	11.5	9.8
	absolute	267,000	597,000
Students in higher education institutions	% 18–24 year-olds	17.1	40

may not adversely affect training for research and other highly qualified professions;
- Expansion, especially in the field of non-university higher education;
- Shifting the intake from the relatively expensive courses to the cheaper courses;
- More part-time higher education;
- Rigid control of expenditure and greater efficiency.

The compilers of the above-mentioned financial appendix calculate that, applied in combination, the above measures would keep the total expenditure for higher education to more or less the same level as at present, expressed in percentages of the gross national product. The authors are of the opinion that the universities will have to be prepared to accept a reduction in the allocation of funds to facilitate a more evenly balanced higher education structure. Of course, the limits within which this would take place would be fixed by mutual consultation. Efforts have been made for some years now to make adjustments in the sphere of university education. The authors feel that this process should form part of the reform of higher education as a whole.

lack of employment opportunity

The need to review higher education is clearly evident, according to the Memorandum, from the increasing imbalance between the supply of graduates and the demand on the labour market. Reference is made to the study entitled "Lines of Development in the Supply of, and Demand for, University-trained Personnel up to 1990", which the State-Secretary, Dr. G. Klein, presented to the Second Chamber in February 1975. This sets out the following problems:
- in 1980 there will be an increasing surplus of graduates in practically all disciplines;
- many graduates will be obliged to accept a position requiring lower qualifications which will thus fall short of their expectations;
- the possibility of reducing the surplus is very slight in view of the many potential graduates who have already begun their studies.

It is not only the quantitative aspects of the relationship between higher education and the labour market which require attention, however, but also the qualitative aspects. Many courses in the present system of higher education are characterised by a high degree of specialisation, linking up with the demands of professional life: "This tendency is now increasingly at variance with the changing demand for higher

education and with the developments within the community. Both the greater variety of student interests and the tendency to approach problems from a multi-disciplinary angle mean that educational courses must have a much broader basis. On the labour market, too, graduates will increasingly find themselves required to switch to new fields of activity".

distorted relationships

Finally, according to the Memorandum, the relation between university education and higher vocational education is now a distorted one and is thus in need of review. For instance, the number of students at the universities of technology has doubled in the last ten years, while the number at technical colleges has risen only slightly. This is weighted on the wrong side considering that in 1960 the latter type of establishment produced four graduates in engineering to every one produced by the former. The following circumstances are listed in the Memorandum as having facilitated this imbalance:

- the fact that the school-leaving certificate for "Gymnasium" and "Atheneum" entitles its holders in principle to be admitted to all faculties;
- the increase in the number of certificates which entitle the holder to admission to various faculties (amendment to Section 27 of the University Education Act) and relaxation of the regulations governing adult matriculation (colloquium doctum);
- the greater status and higher academic standing attached to university education;
- the better educational and student grant facilities in university education;
- the autonomous decision-making powers of higher vocational education institutions with regard to the admission of students as compared with the unrestricted admission to universities, apart from the few faculties where there are temporary restricted admission regulations in force.

Attention is drawn to the clearly marked tendency to bring university education and higher vocational education closer together in a closer relationship. This is due to some extent to recent developments on the labour market, where graduates from both types of institution compete for the same jobs, while it is not clear which form of education best meets the requirements of the jobs concerned and "there is a greater chance that elements of lesser importance, such as a degree, may be the decisive factors".

There is considerable disquiet over this development, especially in higher vocational education circles, where the differences between the two types of education, such as the more privileged position of university teachers and students, are considered unfair.

The authors are of the opinion that "the present institutional distinction drawn between university and higher vocational education is undesirable and a higher education system which is intended to cater for a wide variety of students requires a wide range of courses". As long as the present institutional division is maintained "there will be a continual risk that, in trying to do away with what are regarded as unfair differences between the two types of institution, the solution may be sought in equalizing the courses of study instead of each institution maintaining its own character and objectives".

Finally, the authors point to the difference in educational and administrative potential: "As against a limited number of universities ranging in size from moderately large to very large and offering a wide variety of courses, higher vocational education

has a plethora of separate institutions, most of which are very small and offer only one or two courses confined to a particular social sector. Both from the educational and administrative points of view, these institutions have relatively little potential for diversification and development".

HOW ARE REFORMS BEING IMPLEMENTED?

The reasons necessitating the reform of higher education and the lines on which that reform is envisaged are summarised as follows: "Higher education of the future is seen as one single system (not divided into separate institutions) incorporating a wide variety of courses. In principle they will be subject to the same statutory, financial and staff regulations, though differently elaborated. The main characteristic that higher educational courses will have in common is that they will constitute a continuation of the requisite preceding secondary education course and will be primarily intended for students of at least 17 to 18 years of age.

Both the individual demand for higher education and society's demand for graduates with the right qualifications must be met as far as possible. This will require the provision of a variety of courses of training, allowing students the freedom to compile their own courses of study within certain limits, in a structure facilitating, where necessary, mobility and transfer to other courses".

The differences within this single system of higher education will no longer be determined by the type of institution, but by the type of course. Each course of study will have its own clearly defined time limits, registration and admission requirements and, in some cases, statutory regulations pertaining to its non-academic value. These characteristics will affect decisions concerning:

- the curriculum;
- the intensity of the courses;
- quantitative and qualitative staff formation;
- possible position of research;
- allocation of funds.

The various courses can be divided into categories or types on the basis of their contiguity, which provides the overview "needed for making general decisions concerning the allocation of funds and the granting of student registration rights". The points requiring decisions of this kind will be:

- the importance to be attached to research and the extent to which this will affect teachers and students;
- the minimum material and staff requirements for each course;
- the combination of courses within institutions needed to achieve the desired variety of amenities;
- the mechanism for distributing students over the various courses;
- length of course and period of registration;
- introduction of new courses.

categorisation on the basis of social objectives

The Memorandum gives three possible criteria for dividing the courses into categories:

1 the existing dual institutional division into university and higher vocational education;

2 the main area of social activity in which the graduate will find employment;
3 the final examination requirements derived either from the anticipated social rôles of graduates or from the level of abstract thinking required by the course.

Realising that a responsible division of courses into categories requires a penetrating study of their nature and content, the authors are of the opinion that "the first point to be established is the social objectives on the basis of which the courses are to be financed and set up".

Social objectives may be determined by:

- the specific requirements for a particular occupation which may enjoy statutory recognition and protection;
- the general standards applying to a particular type of social function;
- personal development combined to a lesser or greater extent with a particular occupational sector in the community.

On the basis of these considerations, **higher education is divided into four types** in the Memorandum:

1 Research training, geared to a career in university teaching and research or in an occupation in which research is of importance.
Research is of necessity bound up with this type of education. The admission requirement for this course of training is a school-leaving certificate (from "gymnasium" or "atheneum") provided that the subjects are appropriate for the specific requirements of the course in question. People over 25, whatever their previous education, may be admitted if in the judgement of the competent authorities they possess the requisite capacities.
The length of the courses is to be fixed at four or, if necessary, five years; the maximum registration period will extend to an additional period of two years.
2 Training for occupations and employment in the community for which, either because of the specific problems involved or because of the general standard of the course, a thorough knowledge of scientific methods and an insight into the contiguity of problems is required. Research and admission requirements and the length of the course and registration period are the same as under 1.
3 Training for occupations and employment in the community where the practical application of scientific methods is of major importance and to which admission is linked to specific secondary school courses. In addition to holders of "gymnasium and "atheneum" school-leaving certificates and, under certain conditions, to persons over the age of 25, admission is also open to holders of the general secondary education certificate (higher level) and secondary vocational education certificate, taking into account once again the specific requirements of each course. The length of the courses may vary from two to four years and the registration period may extend to an additional one or two years.
4 Courses which are not directed towards specific occupations but which, through their considerable potential for development and the variety of knowledge they provide, give access to a wide range of occupations in which the practical application of the knowledge and skills acquired is of major importance. Admission requirements are the same as under 3. The length of the course and registration period are the same, i.e. three years.

In addition to the possibility of transferring from one course to another in the propaedeutic stage in the first year of study and a system of refresher courses,

modelled on the existing post-graduate courses, which has still to be introduced, the Memorandum stresses that "the choice of course or even of the type of course should not have an overriding and decisive influence on the occupation followed later. This is one of the reasons why the authors consider it desirable to do away with the differences between university education and higher vocational education in the matters of social status, salaries and recognition of titles".

no titles

The authors of the Memorandum are in favour of abolishing "all titles attached to higher education leaving certificates". In this way the certificates themselves will be endowed with a value of their own, which will give a better indication of which subjects formed the principal part of the course, at what level those subjects were studied and dealt with in theses and in other ways. It will then be easy to compare the holder's qualifications with the requirements for a particular job. For those who do not complete the course, a report may be issued as a reference which can fulfil the same function as a leaving certificate.

An exception will have to be made for the title of Doctor because of its recognised historical and academic place in the international research world.

As far as the civil effects to be attached to leaving certificates are concerned, these are largely regulated outside educational legislation and are not definitely attached to degrees and titles, but are simply intended to establish guarantees relating to the qualifications for certain professions. The recognition of leaving certificates which satisfy certain substantial requirements is therefore to be preferred to certificates awarded on the completion of professional examinations.

Further study is required to ascertain whether the abolition of titles will give rise to serious problems for those seeking employment in other countries. Because of the many imponderables, the authors do not wish to do more than state their preferences. For the same reason they do not yet wish to make a firm statement on the awarding of the "jus promovendi", i.e. the right of university graduates to take a doctorate. They feel that there, too, the subjects taken for the final degree, possibly supplemented by knowledge and experience acquired later, should be the decisive factor. The decision should be left to doctorates committees set up in courses of type 1, which would fix requirements and judge whether they were met by the candidates.

closed courses

Although, in principle, higher education is open to all those with the requisite capacities who wish to pursue their studies further, there can be reasons for restricting admission to certain courses and applying a candidate selection procedure which means that those not admitted will either have to give up the idea of studying further or will have to switch to another course. "Even in future higher education with a wider variety of courses and more facilities for transferring from one course to another after the first year of study, it will not be possible to avoid restricting the number of students for certain courses. Partly because of the differences between both the types of courses and the courses themselves, it can be anticipated that for certain courses of study interest will continue to exceed the number of places available."

The Memorandum stresses that although it is certain that restricted admission will be necessary there is no certainty at all regarding which courses should be restricted

or what methods should be employed in doing so. If necessary, selection can take place before the academic year begins in order to restrict the intake of students to the number considered feasible. It is still not certain, however, whether selection should be on a qualitative basis or whether it should be done by balloting. Another possibility would be to carry out a quantitative, numerical selection (reducing the intake to the maximum number permissible) at the end of the first year in addition to selection on a qualitative basis (decision on whether students possess the required capacity to continue their studies in a particular course).
The pros and cons of the two methods are considered in detail in the Memorandum and the authors reach the conclusion that it is not yet possible to make a definite statement on this point. They will, however, continue to seek a solution which will enable the number of places available to be apportioned fairly and which will do justice to the most deeply-felt desires, aspirations and personal potential of prospective students.
Reference is made to the wish expressed by the Second Chamber that the selection system should be subjected to further study, to which end an advisory committee has meanwhile been set up.

reasons for restricting admission

The Memorandum lists the following reasons for restricting admission:
- insufficient intake capacity resulting from an unexpectedly large increase in interest for a particular course;
- fluctuating interest, which means that there is no clear trend and therefore not sufficient justification for expansion of capacity in a particular area;
- a shortage of lecturers with the kind of qualifications required to safeguard teaching standards;
- the high expenditure per student in certain courses;
- new courses which have not yet acquired their final form and thus need to be protected against over-enrolment;
- a decline in the labour market demand for certain occupations which necessitates restrictions in the courses of training leading specifically to those occupations where it can be established with some degree of certainty that there are too few opportunities for graduates to switch to other occupations.

research

With regard to research and research activities, a distinction is made in the Memorandum between activities directly connected with research which "aim to promote new ideas and thus to contribute to the progress of science" and other activities which are directed towards:
- further elaboration of the ways in which research can be applied;
- improvement of research methods and techniques;
- improvement of teaching methods;
- the accumulation and processing of subject-matter for educational purposes;

The function of research in institutions of higher education is twofold:
1 to contribute to the progress of science in connection with socio-cultural and technological and economic development;
2 to afford lecturers and students the opportunity of further educational development.

The two functions are closely interwoven and if they are to be fulfilled effectively a certain concentration of qualified staff and funds is necessary, partly because of the limited availability of qualified teachers, materials and funds. Agreements on the division of work and cooperation are necessary if they are to be put to optimum use. In this context, reference is made in the Memorandum to the Memorandum on Research and Development Policy which was presented to the Second Chamber during the 1974–75 session.
Research will not be a part of all courses or all types of courses. For courses of type 1 and 2, the relation with research is recognised in the Memorandum. For courses of types 3 and 4, a study is being carried out to determine to what extent periodical refresher courses should serve to bring lecturers into closer contact with current research activities. Other research activities, not directly concerned with the promotion of science but rather with its application and incorporation into teaching will have to be built in to various types of courses. Thought has also been given here to teachers, part of whose task relates to the reform of teaching methods and to assimilation of new material into teaching programmes.

post-graduate education

The need for a system of refresher courses for graduates is continually stressed in the Memorandum and, as in the draft Biil for the restructuring of university education, the objectives of post-graduate education and the satisfactory filling of occupations and fulfilment of functions are linked together. Reference is made here to the draft legislation and the appended Memorandum on post-graduate education already presented to the Second Chamber. The Memorandum points out that, on account of the greater variety of courses in higher education, post-graduate education will have to offer a similar variety with regard to structure, content and participation, which should vary according to whether training is geared to one specific occupation or to a broad spectrum of occupations.
The Memorandum stresses that post-graduate education cannot be exclusively concerned with providing people in certain occupations with systematic information on new developments in their particular field. In connection with the desire to weaken the direct relationship between education and an occupation, post-graduate education will also have to be accorded a wider function within the framework of permanent education. In addition, post-graduate education should be designed to supplement knowledge and skills not directly connected with a particular occupation.
It is difficult to foresee exactly how this will develop, but there must be sufficient scope to facilitate development in the direction indicated. To this end close cooperation between educational institutions and social organisations will be necessary, which in turn will necessitate an efficient system of oranisation in which all those concerned have a particular part to play.

other forms of education

"In the long term, special facilities for part-time higher education will be necessary. Present facilities are considered insufficient to cope properly with a substantial increase in the intake of students. In many respects the methods and criteria employed are the same as those for full-time education. Generally speaking, there has been too little of an individual approach which would encourage older people

to follow a course in higher education. With regard to the other task of part-time education, which is to cater for part of the present secondary teacher-training (M.O.) programmes, for which proposals were made in the draft Decree appended to the Memorandum, the demand for training courses that can be followed by people in full or part-time employment has not yet been met. Besides urging that various courses of disparate content should be combined into one system and that regulations both governing examinations and the qualifications attaching to certificates should be drawn up, the Memorandum also lists the problems, both practical and educational, which have to be solved, such as the amount of time available, the distance between the educational establishment and the place of work, leave for study purposes, the value to be attached to practical experience and the sensitivity of teachers to the specific needs of older students. A more individual approach will be necessary and new teaching methods will have to be employed. It is conceivable that in the long term the need will arise for a national organisation for part-time higher education on the lines now being worked out by the Open School Innovation Committee. It is too early for actual plans to be elaborated, but the authors would welcome any initiatives originating from the institutions themselves and would be prepared to take these into account in the allocation of staff and materials.

quality of teachers

A single system of higher education will also have to incorporate a single policy with regard to teachers, which means that the present distinction between university teachers, who are not required to have any formal teaching qualifications, and teachers in higher vocational education institutions, who are appointed according to the regulations in force for pre-university education, will have to be abolished. One system will have to apply to all teachers in higher education with regard to determining what specialist skills and teaching qualities are demanded by the specific job of a particular teacher in a particular course or type of course. The type of course will be the decisive factor in determining the specific requirements. For the type of course geared to research, one of the requirements will be that the teacher himself should be engaged in research, and for the more occupation-oriented types of courses teachers will be required to have practical experience in the occupations concerned. For the type 4 course, which is of a more general nature, the special requirements fixed will relate more particularly to an integrated, multi-disciplinary approach to problems.

All teachers in higher education will also have to comply with certain standards with regard to their teaching ability. The Memorandum proposes a probationary period for young teachers or an in-service training programme as an introduction to the teaching profession. In order to safeguard standards, it is necessary that teachers be appointed at the requisite level, in which connexion the following three points are considered to be especially important:

- a clear job description, containing the place of the post concerned in the course, and specialist skills and educational qualifications required;
- the appointment of senior teachers who, in addition to teaching a key subject, will be responsible for coordination, especially with regard to the compilation and general organisation of the course;
- the appointment of teachers as a general rule by the competent authorities, but of senior teachers on the recommendation of the relevant section of the Poly-

technics Council, under supervision of the Minister to ensure compliance with this provision.

maintaining quality

As long as the distinction between universities and higher vocational education institutions has to be preserved, a Higher Education Statute will have to be introduced in addition to the present Academic Statute governing the subjects for university examination. The new Statute must not only name the subjects, but should also define closely the scope and level of the knowledge and skills required to obtain a certificate in such a way that the completion of a course of study acquires a value in itself and constitutes a kind of criterion without impeding development and reform both within and outside the courses. The authors of the Memorandum advocate the appointment of a number of officials for the whole of higher education, modelled on the inspectors in higher vocational education, whose duties would involve, in particular the maintenance of good relations between the central government and the higher education institutions. They would be responsible for providing both sides with information and would act in an advisory capacity in consultations on the allocation of funds, for instance, or the solving of problems. Although these officials will obviously be active in the introductory stages of the new system of higher education, the authors also envisage a place for them in higher education in the long term, particularly in relation to the institutions which will cater for courses of types 1 and 2. The various sections of the Polytechnics Council, which must comprise some specialist members to be appointed by the Crown could also be deployed in testing the courses to be included in the Higher Education Statute. Further, the authors suggest that the services of outside examiners could be enlisted for the examining boards responsible for the final examinations.

allocation of funds

Expenditure on education, which will be considered in detail later, has, with regard to the allocation of available funds, a considerable part to play in safeguarding higher education standards.

The decisive factors in determining the sum to be allocated for a particular course are the type of course, the specific requirements connected with the objectives of the course and the number of students following it. A standard allocation for the institutions providing that particular course type is fixed on this basis. Changes in the standard allocation may be effected in consultation between the central government and the institutions concerned.

A good system of higher education and the safeguarding of standards demand intensive multi-year planning consultations, which will take into account not only the wishes and development plans of the institutions, but also the national potential and the amount of money available: "The total budget allocation for higher education could act as a check on ambitious plans. In planning consultations, therefore, efforts should be made to reduce the average cost per student".

STRUCTURE OF THE INSTITUTIONS

polytechnics

In order to set in motion the process leading to one single system of higher education, the Memorandum recommends that the initial aim should be to work towards a two-fold division of institutions into universities, on the one hand, and the new-style polytechnics on the other.

All present-day university institutions, including the technological universities at Delft, Eindhoven, Twente and Tilburg and the Agricultural University of Wageningen, will be classed as universities; the present-day higher vocational education institutions will become polytechnics, with a minimum of 1,000 to 1,500 students and a wider variety of courses than is at present the case. The implementation of these proposals will require a new Higher Education Act, which the authors are now framing on the basis of this Memorandum.

Though acknowledging that smaller institutions have certain advantages, the authors believe there are convincing reasons for seeking to establish larger institutions. These are:

- the courses, as the smallest but most central units, can guarantee the retention of the advantages of smaller institutions;
- larger institutions provide greater educational and administrative scope, and the greater variety of courses they offer outweigh their disadvantages;
- larger institutions can offer more student guidance facilities.

These new-style polytechnics to be formed by amalgamation will have to comply with a number of conditions, viz:

- places for at least 1,000 to 1,500 students;
- a variety of courses in at least three social sectors;
- the institutions to be merged must be no more than 20 to 30 kilometres from one another;
- the types of course offered by the polytechnics must be geared to the needs of the catchment-area, which may be larger than the previously-mentioned radius of 20 to 30 kilometres;
- an efficient division of work and system of cooperation between the polytechnics themselves and the universities, taking into account national needs and allocation of the available funds.

The polytechnics will consist of colleges, which will combine courses geared to one of the seven social sectors (to be treated in detail later), which in turn will be subdivided into departments for each course of study.

foundation and structure

The decision to set up a new-style polytechnic by amalgamation is to be taken voluntarily as the privilege of the competent authorities of the institutions concerned. If difficulties arise in complying with the above-mentioned conditions for establishing a polytechnic the Minister may grant exemption, though in view of their firm intention to set up larger institutions the authors would prefer solutions other than exemption from the norms, such as statutory provision for higher vocational educational institutions to enter into association or affiliation with new-style polytechnics as an alternative to incorporation into them.

Entering into association with a polytechnic and thus functioning as a more inde-

pendent type of college for specific courses may provide a solution in cases where the course objectives are the same but where the distance presents problems. The distance involved however, should not be more than 50 kilometres.
Affiliation could be entered into by an institution offering a different type of course from that offered by the polytechnic concerned within the catchment-area of that polytechnic.
Such an affiliated institution is thus enabled to retain its own autonomy with regard to the appointment and dismissal of staff and choice of teaching aids, while at the same time forming part of the new higher education system despite its limited dimensions. The diversity of higher vocational education makes it difficult to prescribe a standard form of affiliation. This would have to develop of its own accord from an "initial period of adjustment" in which the feasibility of the new relationship could be tested and some of the authority of the affiliating institution could be transferred to the polytechnic's Executive Board, especially in matters such as student administration, the building office, student amenities and central services. The Memorandum emphasises that in this form of partnership attention must be given to ensuring that there is sufficient opportunity for the transfer and mobility of students and for safeguarding teaching standards for which the Memorandum contains proposals. Both parties, according to the Memorandum, must retain the right to withdraw from the agreement at any time and the affiliated institution must have the right to enter into a similar agreement with another polytechnic.
Finally, the Memorandum puts forward the possibility of establishing polytechnics "on the basis of cooperation", whereby institutions offering totally different types of courses work together on an equal footing.
"If this type of development should produce flourishing higher education institutions alongside the present-day universities, this would accord completely with the authors' views on the higher education of the future".

colleges and departments

In the endeavour to achieve greater variety in higher education not geared to the pursuance of specific occupations (higher vocational education) or to specific disciplines (university education) "the authors would prefer the newstyle polytechnics to consist of colleges related to a particular social sector rather than of discipline-oriented faculties or a combination of courses geared to specific occupations".
Colleges offer the following advantages:
- wide selection possibilities for the student within a particular field;
- greater opportunity for catering for the specific wishes of both the community and the student;
- more scope for the introduction of new programmes to fill lacunae in the educational facilities;
- more efficient deployment of lecturers.

The authors envisage seven colleges based on the seven social sectors which the polytechnics are to embrace. Each polytechnic must contain a minimum of three colleges and attention must be devoted to the matter of their geographical distribution. The seven colleges, which will be able to incorporate the present higher vocational education courses without much difficulty, are:
- applied science and technology

- economics and administration
- social services
- health care
- agriculture
- education
- the arts.

The colleges will contain separate departments for each course though it should also be possible to incorporate several closely related courses in one department.

THE ADMINISTRATIVE STRUCTURE

organisation

The three levels of administration in the polytechnics are the institution as a whole, the colleges and the departments, each with their own field of competence, except where decisions rest with the competent authority in matters such as the direction which the courses should follow, the choice of teaching aids and the appointment and dismissal of staff.

The following are the fields of competence of:

1 The institution: general administration and management: staff, student body, student amenities, central educational amenities and central services, as well as consultation with the government;
2 The colleges: coordination and organisation of their courses, allocation of funds, information on multi-year planning, proposals for course amendments and new courses, assignment of teaching duties, organisation of examinations, admission standards and transfers to other courses outside the college or institution;
3 The departments: teaching the course, organisation, coordination and integration of activities, examination of candidates.

As far as the administrative bodies are concerned, the authors wish to tread cautiously and therefore deal with the subject only in broad outline, which will require further elaboration. While appreciating the value of the democratisation which has taken place in the universities and of similar trends in higher vocational education, they draw attention to the specific difficulties involved in the conversion of higher vocational institutions into new-style polytechnics: "This will require, particularly in the initial stages, administrative machinery capable of guiding developments in a decisive and efficient manner. If entirely new forms of administration were meanwhile to be sought or experiments in this field were to be carried out over-hastily, the authors doubt whether the objectives set out in the Memorandum could be achieved in the foreseeable future".

The central administrative authorities should have a distinctly professional character while at the teaching level they would like to see authority vested in those directly concerned i.e. students, lecturers and other staff.

With this in view, they arrive at the following general guidelines:

1 For central administration: an Executive Board, appointed by the competent authority, which would be responsible for the smooth running of the polytechnic and an elected Council with external members, whose duties and competencies with regard to such matters as the preparation of multi-year plans and financial estimates still have to be defined;

2 At college level: an elected Council and Board whose composition and competencies have still to be worked out;
3 At department level: a Board which, in view of the tasks assigned to the department, should have a professional bias.

staff policy

The authors stress that much of the success of the new higher education system will depend on staff at all levels. Not wishing to proceed beyond the consultative and advisory procedures which have been agreed upon, they restrict themselves to a few provisional guidelines which are applicable to the whole of the higher education of the future and thus also to the present-day universities: "A balanced establishment, clearly defined terms and conditions of service and a responsible staff policy will aid higher education to fulfil its social function in accordance with the requirements established in the Memorandum." With regard to staff policy, the distinction between the two types of higher education institution which are still separate for the time being, should no longer constitute a basis for separate regulations. The type of course should be the determining factor here.
The size of the establishment and the level of the posts and grades will be fixed per course, which means that the establishment will vary not only for each type of course, but also for each actual course. The following must be taken into account in determining the posts and grades:
- the final examination requirements which students must meet in order to graduate;
- the position occupied by research in the course and, more particularly, the research work to be required of students;
- admission requirements, which can determine the degree of independence or amount of guidance needed;
- the administrative, organisational and coordinating activities required by the course.

In determining the size of the establishment, the following should be taken into account:
- the number of students and how they are distributed over the various years;
- the length of the course and mobility of students;
- the number of teaching hours.

Assignment to one course does not exclude teachers from other courses. In this way they can occupy a full-time position with duties in several different courses which is a great advantage, particularly in large institutions offering a wide variety of courses.
Apart from the quantitative and qualitative aspects of staff policy, a great deal of attention should be given to the human aspects. This does not only mean the terms and conditions of service; it is just as important that teachers should work in a good environment and have opportunities for personal development. For this a high degree of flexibility and mobility is necessary: The staff policy is aimed at employing staff in such a way that their capacities can be used to the best possible advantage".
The following methods may be used to achieve this:
- promoting career opportunities by mobility, exchange schemes, leave for study purposes, switches to other fields and temporary employment in positions outside the sphere of education;
- temporary employment where interest in a particular course fluctuates;

- part-time employment combined with work outside the sphere of education;
- one single slalary scale geared to the requirements of the work, except in cases where certain qualifications are of particular value to the course.

the polytechnics council

To facilitate a single system of higher education with a high degree of interchangeability, mobility and flexibility, for both teachers and students, sound cooperation is necessary between the institutions and between the various departments within each institution. This cooperation will have to take shape in a national context. The Memorandum therefore proposes to change the present Higher Vocational Education Council, which functions alongside the Netherlands Universities Council, into a Polytechnics Council, at least for the period pending the assimilation of the universities and higher vocational education institutions into a single, highly diversified form of higher education.

The task of the Council will include promoting cooperation between the institutions concerned, advising the government and the institutions on such matters as the organisation of courses and helping to effect the reform of higher education. Cooperation between the Universities Council and the Polytechnics Council will have to be such that progress towards one single system of higher education is promoted.

The Council will be made up of sections corresponding to the seven-college division of the polytechnics whose principal task will be to determine the content of the courses and teaching methods, to draw up new courses or combine existing ones and to advise on the appointment of senior teachers.

The Council will consist of members designated by the institutions, with a few members to be appointed by the Crown. The sections will likewise consist of representatives of the polytechnics, with a few independent specialists from outside the institutions.

budgeting and planning

Here, too, authors go no further than a few general principles, as they feel that guidelines cannot be imposed from above and efficient working methods should be devised from experience. They do, however, emphasise the fact that planning is essential from the dual points of view of the development of higher education and cost control. In budgeting and planning, the course must be the central unit if an equitable and balanced distribution of funds is to be maintained. The main tenor of their proposals is:

- the fixing of a standard course allocation, based on the type of course and the specific demands of the course itself in the way of special accommodation (laboratories, workshops, etc.), the number of optional subjects of study within the course, etc;
- multi-year planning entailing a certain guarantee of funds for a period of, say, four or five years;
- adjustment of standard allocations to meet the particular needs of the various institutions and to allow certain scope for experiments and the development of new courses;
- effective expenditure in consultation between the central government and the institutions to be achieved by means of division of labour, the concentration of

expensive amenities (also in the interests of quality) and cooperation between institutions.

With reference to the restriction of the freedom of institutions which a standard allocation may entail, the authors are of the opinion that "freedom of choice with regard to the structure of the courses must be maintained as an important element. In view of the limited funds available, however, this must be kept within certain limits. The standard allocation will be established in such a way that in calculating an average sum a certain margin will be allowed which means that there will be no standard pattern prescribed for all courses leading to the same final examination. "At the same time periodical evaluation will prevent rigidity and there will be room for adjustment within the period for which the standard sum has been allocated. It is the prerogative of the institutions themselves to use the extra margin allowed in the standard allocation for one or several courses; they are not obliged to distribute it over all courses. Consideration could be given to allowing each institution its own margin within the total standard allocation which would mean that they could establish certain priorities which might then be a means of attracting financial support from outside the sphere of education.

THE FIRST STEPS

The problems generated by large numbers of students, rising costs and tensions on the labour market are such that the Ministers feel "that a Memorandum which merely stimulates discussion is not sufficient". Having indicated the direction which development towards "higher education for the many" should follow, they consider themselves obliged to take the additional step of presenting a number of short-term policy measures.

Chapter 3 of the Memorandum differs from the first two chapters in that it does not contain theories and ideas but actual measures that are intended, regardless of how it is thought higher education should develop and irrespective of what may eventually be laid down in a new Higher Education Act ensuing from the present Memorandum:

- to strengthen the position of present-day higher vocational education, and
- to give more students opportunity to change their original subject choice at the beginning of their course of study and to switch to another form of higher education.

In addition, these measures may be regarded as the first steps on the road towards a new system of higher education.

combined schools

One such first step is the decision to grant to higher vocational education institutions facilities of a kind that will enable then to meet more fully the demands of higher vocational education immediately upon their merging into combined schools, and which will at the same time stimulate the establishment of new-style polytechnics as described in the Memorandum. The particular shortcomings of higher vocational education mentioned in the Memorandum are the number of small separate institutions and the limited number of courses they offer. By merging several institutions into one large combined school it will be possible to provide more courses in one institution the greater size of which will open up more possibilities than can be

found in a small institution. Finally, the authors consider combined schools essential if higher education outside the universities is to attain a strong enough position to work in its own right towards the realisation of one single system of higher education for the many without a considerable rift remaining between the two forms of higher education.

A combined school is an amalgamation of existing higher vocational education institutions to form an institution catering for at least 1,000 – 1,500 students following a full-time course of education and offering courses which cover at least two or three of the seven social sectors referred to in the Memorandum.

The government cannot enforce the forming of combined schools by merging: the decision to do so will remain the prerogative of the institutions themselves and is entirely voluntary. The possibility of taking this step is laid down in Section 19, Sub-section 1 of the Secondary Education Act, which governs higher vocational education. Government policy is directed towards creating conditions, especially as regards staff and funds, which will encourage the formation of combined schools.

First and foremost, attention is drawn to the advantages attached to the formation of combined schools:

- larger institutions offering a number of courses are in a better position to employ teachers on a full-time basis for one or more courses of study;
- combining the management of several small institutions produces a group of administrators among whom duties can be divided, which must of necessity raise the standard of administration;
- the amalgamation of the individual administrative systems into one central administrative body offers a greater administrative potential per institution and makes it possible to engage at least one experienced professional administrator for a position such as Head of the central administrative body;
- students have more opportunity to transfer to another course at the beginning of their studies which also benefits the institution, as they remain enrolled there.

new amenities

In addition to these advantages, the new system opens up the prospect of new amenities which must be given substance in mutual consultations without delay. These relate in particular to the staff and management of combined schools. It is anticipated that there will have to be individual teachers in charge of course coordination and curriculum development in the new combined schools.

The following regulations are proposed:

1 Management of a combined school with a minimum of 1,000 to 1,500 students and with courses dealing with at least two social sectors will be in the hands of a Director.
2 Management of the institutions from which the combined school has been formed and which have become departments of the latter will be in the hands of a principal.
3 In connection with the specific educational and organisational requirements mentioned above, the Director should preferably be assisted by one or more deputy-directors for matters concerned with organisation and management, or by one or more course coordinators for educational matters. This depends on the size and complexity of the combined school.
4 Moreover, the Director of an institution should be assisted by a small administra-

tive staff, the size of which will depend on the size and complexity of the institution; there might be one or more deputy-directors and one or more course coordinators for each department or course of study. The appointment of such officials will mean that teachers' working hours will have to be discussed.

5 Adopting the system of school and student counsellors, one or more special officials could be appointed from the ranks of the teachers. Students guidance will become increasingly necessary to assist students in making a choice from the various courses available and to advise those wishing to transfer to another course.

The terms and conditions of service of the new staff appointed under 1 and 3 will, as in the case of the other officials referred to here, be governed by the Legal Status Decree under the Secondary Education Act. With regard to salaries for these positions, it is thought that they might be in line with those for similar positions in the new teacher-training programme.

It is the intention that such amenities as student grants and student guidance in university education and higher vocational education should be brought into closer mutual harmony. Consultations will take place with the relevant educational organisations on new organisational standards for higher vocational education. This will relate not only to numbers, but also to the conditions required for smooth cooperation in educational matters. The new general higher educational courses planned in the Memorandum for higher vocational education institutions and the new-style polytechnics will ultimately be confined to combined schools.

Extra amenities will be made available to counter the difficulties, which will arise particularly in the initial stages, from the distance between the institutions, which must in no case exceed 20 to 30 kilometres. Finally, the authors emphasize that it is in no way their intention to impose the formation of combined schools and their organisation from above: "It is much more a matter of creating conditions enabling institutions to seek voluntarily and in mutual consultation the framework in which a wide variety of higher educational courses can further be developed. In addition to this kind of initiative, it is also the intention that there should be discussions with those concerned in which the policy objectives and the new possibilities are clearly explained and in which suitable solutions can be sought for specific problems". Reference is made at this point to such present-day higher vocational education institutions as those in Eindhoven and Enschede, which are already active on a large scale.

general higher education courses

In addition to university and higher vocational education, the need has been stressed, in particular by the University Education Development Committee chaired by Professor R. A. de Moor, for general higher education courses which are not specialised and not geared to training for specific occupations. The authors, who welcome this idea and have incorporated it into their views on education in the future, wish to introduce such a third form of higher education with a minimum of delay. To this end, they have presented a draft decree to the Second Chamber, together with the Memorandum.

University education is geared to training in a specific discipline, with early specialisation. Higher vocational education has always been geared to preparation for specific occupations, with the emphasis on practical skills. The socially-oriented,

elective university courses which the Academic Statute made possible have had very little success and the introduction of more theory in higher vocational education courses has not produced any fundamental changes in the fact that they are essentially specialist courses.

the third form

Neither of these two forms of higher education caters sufficiently for those seeking a type of higher education emphasising personal development, but who have no desire to follow an occupation requiring academic qualifications or a specific vocational training. The third form of higher education has been designed with this group in mind.

The authors have taken over the ideas put forward by the De Moor Committee and are in agreement with the committee that for various reasons, notably that of cost control, this form of higher education should not be incorporated into university education. They consider it preferable for these general courses to be incorporated for the time being into higher vocational education, but then only in the combined schools.

The State University, Limburg, will occupy a special position with regard to these general courses, since part of its function is to work out ways and means of developing new courses of this type in cooperation with vocational education institutions. The resultant courses are to be held in combined schools.

To ensure that these courses, which are an innovation in higher education both with regard to their objectives and their structure, achieve status and social recognition they must be designed with special care, introduced on an adequate scale, and well-publicised in advance, especially among potential employers of graduates, who will need to be assured that certain standards will be met and for whom the main courses must be clearly recognisable.

The main course of study could be in one of the three following fields of interest

- literature;
- social science;
- applied natural science.

Within these fields of interest, a distinction could then be made between a number of key subjects. In addition to the obligatory course, there should be wide scope for concentrating on particular problem areas, which should of course be closely related to the main course. The primary objective of the course will be to teach methods of collecting and selecting data which are important for the topic in question. A general course of education may not be a random conglomeration of subjects, but should show logical cohesion in the building up of the subject matter around a particular theme or problem.

measures

The authors have decided "to begin the introduction of these general higher education courses in the near future".

To this end, they have devised the following measures:

- financing, in the more or less experimental initial stages, will be regulated by a general administrative order, a draft of which has been appended to the Memorandum and has been presented to the Higher Vocational Education Council for its comment.

- Curriculum committees will be set up in the short term which, in cooperation with the Curriculum Development Foundaton, are to develop courses on the basis of the recommendations of the De Moor Committee.
- Educational organisations will be consulted to determine which combined schools be given priority for the introduction of general higher education courses. The authors' target date for the opening of the new courses is August 1978.

The requisite pre-training will be a general secondary education, higher level, certificate or a pre-university education certificate.
The length of the course and registration period will be three years.
A propaedeutic first year will be necessary in order to determine whether the student has the capacities required to continue his studies. It will be a course offering preparation for a suitable occupation in the community, but its graduates will not be entitled to be admitted to university. Those wishing to continue their studies can do so in an institution for post-higher education. Pending the introduction of the latter type of education, the present sandwich courses in post-graduate education could meet this need.

cooperation between universities and higher vocational education institutions

In addition to the establishment of combined schools, the authors lay great store by the promotion of existing forms of cooperation, both between the university and higher vocational education institutions themselves and between the two still separate forms of higher education. In this context, they envisage:

- exchange of lecturers and teaching facilities and communal use of buildings
- agreements on the practical aspects of student transfers within related courses
- agreements on division of work between institutions in the same district, which would also benefit educational reform and experimentation.

Cooperation can be in the form of informal contact, as well as informal agreements with clearly defined terms.
The State University, Limburg, is again referred to here as a deliberate step to achieve cooperation between university education and higher vocational education and eventually, by way of experiments, the reform of higher education in the district in which it is located.
The authors consider it not unlikely that similar experiments in cooperation will be introduced elsewhere in the country. In order to prevent small higher vocational education institutions being dominated by a large university, the authors would prefer such experiments to be confined to small universities and higher vocational education institutions which have amalgamated to form one or more combined schools. They emphasise once again that priority, as far as they are concerned, will be given to strengthening the position of higher vocational education".

teacher training courses

The authors state that courses for training teachers for nursery, primary and secondary schools occupy a special position within the educational system. This is because these courses are directly geared to a particular type of profession. They will, however, be incorporated into the single system of higher education for the many, where they will form part of the social education sector. Attention will have to be given in the near future to how they can best be combined with other forms of higher education. Moreover, the authors consider it important that the training of nursery and

primary school teachers should be concentrated in new teacher training colleges in view of the proposed integration of nursery and primary education.
In this connection a study will also be made of how these training courses and the new secondary teacher training courses should stand in relation to one another. One complication here is that the latter have ties with the universities which must not be weakened.
The authors express their preference for establishing a firm bond between the new secondary teacher training courses and higher vocational education institutions but feel at the same time that the possibilities offered in this respect by the combined schools for higher vocational education should also be investigated.
Teacher training courses will certainly be included in the new higher education Act which will have to be drawn up on the basis of the present Memorandum in so far as they comply with the conditions stated in the Act, which will also regulate their structure and financing.

higher commercial education

This most recent form of higher vocational education has for various reasons not entirely measured up to expectation. A working group has submitted a report with recommendations for the further expansion of higher commercial education. The authors of the Memorandum reject the suggestion contained in the report that it could be improved by lengthening the three-year course to four years. This would be at variance with the policy clearly set out in the Memorandum which is directed towards "short initial training courses, less specialisation and more scope for refresher courses".
The recommendations for reducing the number of subjects and dividing the course into six terms (semesters) and the indication of how this could be effected are, however, considered to be of value. The working group's proposal to improve higher commercial education by extending the number of electives,such as accountancy, insurance, business administration, general management, interpreting and translating courses, public relations and wholesale and retail trade courses, won the approval of the authors, provided this diversification could be achieved by selecting certain combinations of subjects within the main courses already in existence and by gearing specialisation in the later stages of the study to certain parts of the course.
The Higher Commercial Education Management Committee has been instructed to study this report so that the reform of higher commercial education can be undertaken as soon as possible.

mobility

A draft Bill appended to the Memorandum contains provisional regulations with regard to the two-way flow of students between higher vocational education and university education.
The reasons why priority should be given to achieving the most efficient form of mobility between university education and higher vocational education are explained in detail in the Memorandum, whose final aim is integration of the two into one single system of higher education. The impediments to mobility, both within university education and higher vocational education as separate entities and mobility from one to the other, have also been explained in detail in the Memorandum and are evident in the final decision to allow the two separate forms to remain for the time

being, with universities and new-style polytechnics alongside one another, albeit with increasing collaboration between the two.

The authors' short-term proposals are:

Higher vocational education students who gain particularly good results, especially in abstract subjects, can be admitted in their first year (the propaedeutic year) to the related university faculty on the recommendation of the institution concerned. The recommendation will be submitted to the national committee for that particular discipline, which is composed of specialists appointed by the Universities Council and the Higher Vocational Education Council; the committee will assess the recommendation and attach its own regarding the exemptions the student is to be granted. The committee's decision will be final with regard to the admission of students with a general secondary education, higher level, certificate; for students with a pre-university education certificate, its recommendations will relate to exemption.

- If the assessment of the committee is positive, the student must be registered, unless it is a discipline for which a restricted admission policy is in force, in which case he must be included in the normal selection procedure.
- With regard to exemptions recommended by the committee, the final decision rests with the faculty in which the student is to begin his studies.
- For transfer from university education to higher vocational education, the university Restructuring Act lays down that students may obtain a recommendation at the end of the first year of their studies, with which they can apply to the above-mentioned committee for a recommendation regarding the possibility of, say, going straight into the second year.
- What ever recommendation the committee may make, the higher vocational institution to which the student is applying will itself have the final say both with regard to admission and as regards any exemptions to be granted. In developing a national coordinated system of transfer, special attention must be given to those courses in university and higher vocational education which are related. This contiguity is mainly evident in the problem areas which occupy a central position in the courses. The fact that graduates of these courses often find work in the same social sector is a further indication of their interrelatedness.

It is mainly practical reasons which prompt the authors to move that in the short term the proposed regulations should be restricted to those disciplines listed in Section 27 of the University Education Act and the relevant provisions in the Academic Statute. This means that students following other courses of study will for the time being not be able to make use of the facilities offered.

Transfer presents several problems which can only be solved when greater experience has been acquired through actual practice which means that for the moment the regulation is of limited scope and of an experimental nature. The compilers of the Memorandum propose to work out more comprehensive regulations for modification of the original choice in the draft Bill on higher education. With regard to transfer from one related university or higher vocational education course to another, they point out that they are not thinking in terms of coordinated teaching or of an integrated basis for the various courses. On the contrary, they wish to stress the individual nature of each course, in which the propaedeutic examination has a primary part to play with regard to students continuing their studies in the course upon which they have embarked.

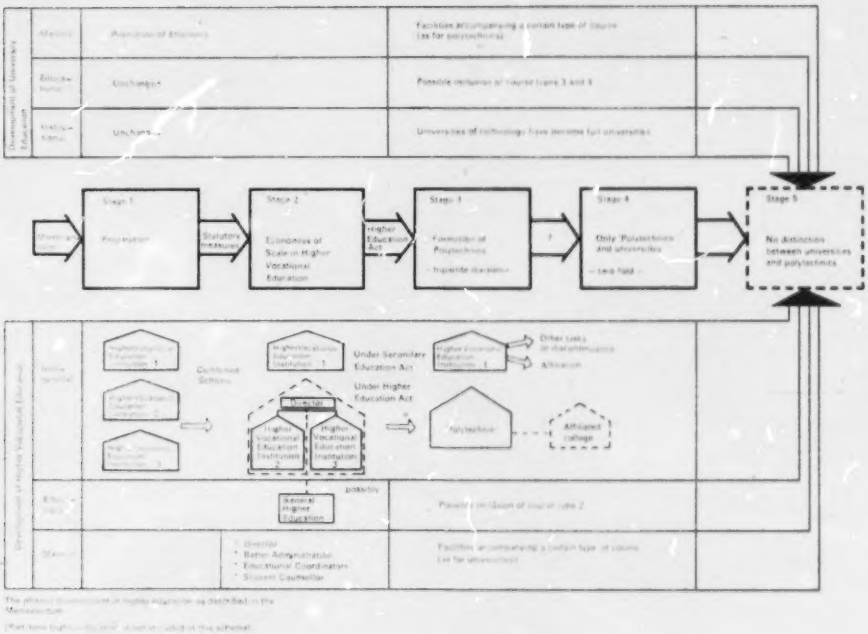
The authors are fully aware of the fact that transfer of students at the same education-

al level presents various educational and practical problems. In fact stressing the individual nature and content of the various courses, which are linked to the difference in the educational background of the incoming students, adds to the complications. Student achievement in the propaedeutic stage should not only provide a guide to whether or not they should be permitted to proceed to the following stage of the course, but should also provide data on which the student can base his own decision, or a recommendation can be based for transfer to a different course. It is not altogether clear at the moment what conditions education in the propaedeutic year will have to meet if it is to form the basis for such decisions. A further point of interest here is that horizontal mobility also presupposes a certain social equality between the two types of courses, which is not yet present to a sufficient degree. With regard to the practical problems, there is no guarantee that those who wish to transfer from a university course to a course in higher vocational education will be admitted. Though they are eligible for admission it is the prerogative of the institution concerned to decide on admission. Moreover, regulations concerning a maximum period of registration planned for universities do not apply to higher vocational education. This would mean that by transferring students could gain extra registration years, which would not be consistent with an equitable distribution of the funds available for higher education.

These and other difficulties mean that there are several risks attached to regulating the transfer of students at the beginning of their studies. The authors of the Memorandum are nevertheless of the opinion that efforts should be made to promote the possibility of switching courses in the short term, for which a coordinated system should be designed. They are of the opinion, however, that there is insufficient information available for the latter at the moment. Therefore for the short term they wish to make do with one or two general provisions for transfer and propose to insert more detailed regulations in the Higher Education Act. The short-term provisions should provide an opportunity to gain deeper insight by way of experiments into the various aspects of this matter. The experience thus gained should be systematised so that a final coordinated system of transfer can eventually be incorporated in the Act. The system will have to specify the transfer rights attaching to the propaedeutic examination and the conditions to which they are subject. Regulations governing the maximum registration period for higher education courses will also be required. Finally, attention will have to be given to the way in which students can obtain exemption from parts of a course to which they have transferred. The authors have forwarded a draft Bill containing short-term regulations to the Universities Council and the Higher Vocational Education Council for comment.

part-time higher education

Finally, a general draft Decree for part-time higher education was appended to the Memorandum. It is the intention to introduce part-time education through institutions wishing to be considered for this type of education in August 1977. Those most eligible for this task will be a number of the M.O. institutions which were concerned until recently with training secondary teachers, but which with the initiation of the new professional secondary teacher training courses have had to cede this area of their activities to other institutions. "The undersigned anticipate that these M.O. colleges which have fulfilled such an important task in the past, which have such a wealth of experience available, which have qualified teaching



staff, and which are now free to take on new responsibilities, will be the first to wish to be considered for the provision of general part-time higher education".

General part-time higher education should be understood to mean "education that is not intended as preparation for a specific occupation, namely a position in education. In its new form, this type of education will have a supportive value for various occupations and will at the same time constitute a general form of education which will be of use outside the occupational sphere. An improved knowledge of foreign languages, economics or mathematics can open up fresh career and promotion prospects while at the same time satisfying the need for personal development".

Care should be taken not to confuse these part-time higher education courses with the general higher education courses referred to above. Part-time higher education is not full-time education and is intended to be combined with a full or part-time job. Moreover, in contrast to the general higher education courses, it will be discipline-oriented in the same way as the former M.O. training courses.

Admission to part-time higher education will be on the basis of a general secondary education, higher level, certificate or similar qualifications in secondary vocational education or, in special cases, on the assessment of the competent authority of candidates' general level of development and suitability for the course they wish to follow.

The draft Decree primarily concerns courses in Dutch, English, economics and mathematics. Curricula are to be drawn up as soon as possible, for which purpose it

is considered desirable to enlist the services of the Curriculum Development Foundation.
The length of the courses will be 3 years and, in exceptional cases, 4 years. They will be concluded by examinations to be held by the institutions or by state examinations and successful candidates will be awarded a diploma. A general administrative order regulating the structure and financing of this type of education has been sent to the M.O. Consultative Council and the Higher Vocational Education Council for comment, after which it will pass through parliament in the usual way.
In the explanatory Memorandum accompanying the draft Decree the authors deal in considerable detail with the conclusions reached in the Memorandum on education in the future, which necessitate the institution of part-time higher education courses on a much wider scale than is envisaged in the draft Decree.